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ABSTRACT

The San Francisco Community College District has responded to the characteristics and needs of the city's diverse subcultures and ethnic groups by establishing organizational structures which have ultimately caused accreditation problems. Following separation from the San Francisco Unified School District in 1970, the Community College District was established with two parts, the City College and an Adult Division offering neighborhood adult programs. Since accreditation is limited to institutions, only the City College was reviewed in the 1968 accreditation report, in which criticisms of unresponsiveness to the community were made. Subsequently, the District's adult centers grew to become seven Community College Centers, each directed to a special constituency, such as the handicapped, the elderly, or recent immigrants, and offering both credit and non-credit programs. In the 1972 accreditation visit, both the City College and the community programs were reviewed; as a result, both the City College and the District itself were accredited. Nonetheless, application on behalf of the Adult Division for federal financial aid for its full-time day students was denied: the Division was not an institution. In response, the District has reorganized under a fictional umbrella organization, San Francisco Community College, with two segments--the City College and the Community College Centers. Petition for student financial aid has been resubmitted and approval is expected. (BB)

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ACCREDITATION FOR NON-TRADITIONAL COMMUNITY COLLEGE PROGRAMS

1975 Annual Conference
California Association for Institutional Research
February 18 and 19, 1975

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Chancellor
San Francisco Community College District
San Francisco, California

JC 750 208

ACCREDITATION FOR NON-TRADITIONAL COMMUNITY COLLEGE PROGRAMS

Dr. Louis F. Batmale

I'd like to welcome you to San Francisco with "gung hay fat choy". This is Chinese New Year in San Francisco, as you well know. I'm sure that as you are here for your conference, you'll have occasion to enjoy these festivities.

I've lived in San Francisco all my life and close to Chinatown; but it wasn't until I went to our Skill Center's Chinese New Year party that I found out that calling the year by the name of an animal--for instance, this year is the year of the hare or the rabbit-is cyclical. Every fifteen years you'll have the year of the rabbit. Well I became interested in finding out what year I was born in. I checked the list, and it said that I was born in the year of the rat. So I asked John Yehall Chin, who is very respected and learned leader of the Chinese community, what the significance of the year of the rat was. He indicated that the people who are born in the year of the rat work well in the dark.

Well all I know is that as the Chancellor of a community college district, I'm in the dark about many things. However, I'm not in the dark about the need for good information in planning, in decision-making, in solving problems, and the management of enterprises which are always in need of better information.

In these times of inflation, and in many instances, declining enrollment, and with the education becoming a lower priority in the minds of the people, it becomes important as we account for our stewardship that we have good information; because difficult questions are being asked. They must be answered if we're to retain our position as it relates to resources. As a consumer of institutional research, I have great respect for your role in education. For without good information I could hardly make the presentation I'm going to attempt today.

My researchers and planners, who are very much involved in this organization, have told me that it would be of value to this conference if I were to share our San Francisco experience with you. So I will go ahead with that, and I hope that you won't be disappointed.

In the light of the title that has been given to my speech, it's most important that I establish our programs as non-traditional. Like many of you, in your respective institutions, we're very much involved with the break with tradition. What I think we are really doing is adding increments to what is traditional. I don't think we have diminished our traditional programs but are complementing them with "new directions".

For instance, we started out as a transfer institution, very much under the eye of the University of California. Our City College campus is now transfering about 400 students to the University annually. Among the community colleges of the state, we are second. We send about a thousand to the state universities. We have some 50 occupational programs that pretty much reflect the pattern of the community, sending about a thousand students into the labor market well-prepared each year. However, we are

adding new vistas and new aspects to our offerings.

It would seem to me that as the younger segment of the post-secondary family, the community college should by its very nature be able to respond most rapidly to the forces of change. Some of the characteristics that distinguish the community college as the junior partner in higher education, are those that have provided us with the ability, the experience, and the flexibility to be responsive. For instance, the community college has for a long time been committed to the open door. And because of this open door, it has become easier to open it wider as the new learners have been identified. Accessibility has always been the hallmark of the community college. As to location, the community colleges of California for many years have been committed to the development of a campus within commuting distance of each potential student. Now we're going one step further. We're taking our programs where people live and work.

As to admission standards, the community college has always admitted all high school graduates and those other adults who could profit from instruction. Post-secondary education is new to the lexicon of higher education, but for the community college, post-secondary education has been a familiar term for many years.

For instance, one of the most glorious chapters in the history of the community college or junior college, as it was then known, was the job that was done with the non-high-school-graduate returning veterans, the G.E.D. graduates. Many, many of our leading citizens re-entered the main stream via the junior college and the G.E.D. graduation. This is still one

of our important functions. In our district, we issue 700 high school diplomas a year.

As to economics, the community college has been tuition-free in California since the beginning. In most states it is relatively inexpensive. In California the community colleges have always catered to the poor. On an elitist-egalitarian scale, the community college, of all institutions, comes closest to being egalitarian.

We have gone one step further. In addition to being tuition-free, we have recognized that many of our students need additional financial aid. In our district, we have five or six hundred people in C.E.T.A. programs receiving stipends. Our federal financial aid programs provide for another 2,300 students. We know that many of these might not even be able to take advantage of tuition-free education without this assistance.

The community college's primary preoccupation has always been the student and our commitment to tailoring our courses, programs, and teaching strategies to their abilities, their interests, and their opportunities; this has made it easy for us to be responsive and break with tradition. We develop new programs as we see need. For instance, this last fall we identified the need for home health aides. So we went into the Bayview-Hunter's Point and developed such a program. There is a need for housekeepers in San Francisco. We identified a number of elderly immigrant Chinese women from Hong Kong. So as a result, we developed what has become the highly respected program, the Ding Ho Program for housekeepers. This last fall we recognized opportunities for court reporters. This spring we're training reporters; so we're responsive. This has been a life-style with us, and we've been able to break with tradition and move in new

directions, if needed.

Our community college faculties have no commitment other than teaching. Their traditional students have always been more diverse than those of other segments of higher education. We don't often hear the term "late bloomer" now, but we used it for many years to characterize people who hadn't quite made it in high school, hadn't quite made it elsewhere in college. The students with their problems closely resemble the new learners of today. As a result, our faculty has been better prepared to cope with new clienteles--the re-entry people, the disadvantaged, the educationally and economically disadvantaged.

In the community college, a significant portion of our resources, human and physical, have always been allocated to encourage and support students in the pursuit of their educational goals. As institutions committed to the second chance, we've always tried to take the under-achiever and develop him into an over-achiever. As one important businessman in the community reflected once, one of the strengths of the junior college is that they take average people and train them to be better than average performers on their job. So we've had experience in counselling, in placement, and financial aid. As we extend these services now to child-care and tutoring and so forth, we feel quite comfortable with this; because so serving students has always been one of our important functions.

In the last decade, the community college has transcended from junior college to community college. The literature now is talking about community-based education; and perhaps this is why we don't have much literature in the junior college field, because we move faster than these

things can be contemplated and recorded. The literature is starting to discuss community-based education, while we have been moving that way for several years.

We've had a long-term commitment to bringing community college education within commuting distance of everyone. Now ours and many other community colleges are taking programs right where people live and work. We're not taking them with additional campuses that are expensive, that have comprehensive programs, gyms, and little theatres and so forth; but with centers that are offering programs of interest to residents and workers and special constituents. For instance, we identify, in San Francisco, 40,000 civil service workers within a perimeter of about a half a mile around our City Hall. So we developed a Civil Service College, where people can upgrade themselves. They're within walking distance of their jobs; they can upgrade themselves and in so doing afford new opportunities at the entry level.

In the beginning of this decade, there was a great desire in the ethnic and national neighborhoods for self-acceptance, for status, and so forth. One of the things they all wanted was their own college. So what we did is to work with communities. As a matter of fact, we went with the people from the Bayview-Hunter's Point College to the San Francisco Foundation, and we helped them obtain a grant to develop the Bayview-Hunter's Point College. Soon after that college was established, they asked for one in the Mission; so we joined with the community developing El Collegio De Mission. Then Chinatown wanted a college, and we developed the Cumberland-Chinatown College. Now this doesn't mean building edifices; really these are educational halfway houses. We're taking education where

people live and where they may work. What we found out was that when we entered these neighborhoods, we developed an entirely new clientele, people that have never come to our campus. However, many have continued at our comprehensive campus.

Now our image, as a result of this partnership, is a very effective and respected one, since we are working with communities in the solution of their problems; not imposing solutions upon them. Our commitment is to provide the teachers; the community advisory committee helps with the recruiting, some of the counselling, program-planning, and sometimes assumes some management responsibilities. Our profile is low; when you go to the Bayview-Hunter's Point College, why you have to look carefully to find out that one of the partners is the San Francisco Community College District. As a matter of fact, it got so for a while that I had to prepare a memorandum indicating that if they didn't include us as partners in their announcements and publicity, we'd probably deprive them of our support. This was said with tongue in cheek, but they did get the message. What has happened is that we've reinforced these communities; we've helped them to develop the type of self-acceptance and identity they like, and it's a very effective way for bringing people back into the educational mainstream. We think this new dimension is realistic and effective and certainly no threat to established programs.

A second reason for our significant movement in a non-traditional direction is our setting; as you know, San Francisco has great traditions. Paradoxically, it is a community that has developed and adapted itself to new directions and attracts non-traditional people. A college in close

proximity to Berkeley and within walking distance of the Haight-Ashbury and San Francisco State University was bound to receive a great amount of fallout and after-shock from the events of '68, '69, and '70. I can assure you that we were not insulated from Haight-Ashbury, San Francisco State University, or Berkeley. We learned quickly what Harry Truman meant when he said, "If you can't take the heat, get out of the kitchen." For instance, we know that San Francisco State spent over $750,000 in police over-time to quiet their campus. And we're rather proud that on our campus, we were quiet with no police. Our frequent inter-change with students and the community during that era provided us with the training and experience that enabled us to move comfortably in non-traditional ways. We learned to listen and to be responsive to the new students and to the community.

An educational institution dedicated to post-secondary education in a community such as San Francisco is bound to be as different as the City it serves. Our community college district's offerings, organization, and delivery system have all been shaped by the city and its people. San Francisco is a gateway city; in many respects, it's very much like New York and New Orleans. Even today, 29% of the students in our Community College Centers are immigrants, here on permanent visas, striving to become new Americans. Years ago, the newcomers lived in neighborhoods or ghettos; living together because of language problems, national or religious ties. The Irish lived in the Mission, the Italians in North Beach, and the Russians on Russian Hill. Even today, San Francisco is a city of foreigners; 23% of our citizens have foreign parentages, 22% are foreign-born. And that accounts for the fact that English as a second language

is one of our principal enterprises. We teach English as a second language to the Chinese, to the Spanish-Americans, to the Filipinos, and to the Koreans. In our Community College Centers, one-third of our classes are for adults who can't function in the community without learning English; the unskilled jobs for the non-English speaking immigrants no longer exist. As a result, these newcomers must learn English before they can function effectively in the community.

One of our interesting programs is for Chinese-American cooks. Now what does that mean? That means instead of Chinese cooking Chinese style, they learn to cook American style. This class is bilingual, teaching them English as well as cooking in both languages. Even in these difficult times, their placement rate is very high. We place almost all of them in San Francisco, because they like to stay here. If they wanted to go to places like Oregon and Idaho, we could train many more; but because of the language problem, they like to stay close to home. Today our communities are primarily ethnic--the Chinese in Chinatown, the Blacks in Hunter's Point, and the Latin-Americans in the Mission. San Francisco's still a multi-national community, but even more, multi-cultural. In most cities when they speak of ethnicity, they mean one or two groups. In San Francisco, we have five principal groups--the Caucasian, the Spanish-speaking, the Chinese, the Black and the Filipinos. In our school, about 55% of our students are minorities. Even our Spanish-speaking are different. They are primarily Central and Latin-Americans; not Mexicans. There are differences that you must recognize if you're going to function effectively in the community; as a result, we don't refer to them as Chicanos.

San Francisco is a community of singles and elderly, with a decrease of close to five percent in population from 1970 to '73; like most urban areas, people are leaving our City. There are only two age groups growing--young adults, twenty-two to forty-four, and the over fifty-four year age group. In San Francisco, 101,000 of our 680,000 people are over sixty-five years of age. In our Community College Centers, thirteen percent of our students are over sixty-five This means that they are looking to us to meet their educational needs and interests. Education is an important part of their life-style, so we're going to have to break with tradition and develop programs for the aged. My personal feeling is that the senior citizen has paid his dues a long time ago, and he should be entitled to service just as any other citizen. One of the valuable ways in which he can spend his leisure is by going to school, he should be entitled to it; we have a strong commitment to provide it.

In addition, our work force influences our approach. Our organization, our offerings, are tailored by them. We're heavily in service occupations: health-related, hotel, and restaurant; because that's where the jobs are in San Francisco. We're developing a Downtown campus, to take our programs where people work. We'll go heavier into banking, retailing, insurance, and cooperative education. In addition to that, we'll take a lot of general education there, because I have a feeling that education is in transition in another way; because of the job market, people in the future will be preparing for careers first. I could remember when in education we delayed career decisions as long as we could, because we didn't want that youngster to make a mistake; we'd say please

don't choose an objective, get your math and English out of the way. Well, this is changing now. People are going to prepare for careers; and then they'll take their general education as a continuum. I think this makes good sense, because you don't turn out a Renaissance man in two years of junior college. On the other hand, if he continues in the community college, he goes along and studies his art or his music as he develops interest and understanding; and his education will truly be a continuing process.

By now you can tell I'm interested, committed, and enthused; I could go on in great length, but you have other interests. What I've tried to do here really is to indicate that San Francisco Community College is really a microcosm of San Francisco. What we do, our offerings, our delivery systems are all shaped by our history, geography, and demography. If we're breaking with tradition, it's because society is breaking tradition, or more specifically, the community. San Francisco is unique, and as a result, we are unique; and I think it's for this reason we're having problems with accreditation.

However, I do want to point out that the Accrediting Commission for Junior College has been most understanding and most cooperative. We're very fortunate in having an executive-director like Harry Wiser, who is quite sensitive to our position. Our problems relate to our genesis. Prior to 1970, we were part of the San Francisco Unified School District. If you haven't heard, the San Francisco Unified District, unfortunately, was referred to by Wilson Riles as an embarrassment. Unfortunately, that's the base on which we're building. When we were under the Unified School

District, the City College was one of the divisions and the Adult and Occupational division was another. Now, San Francisco was in adult education long before it was in junior college education. Actually, the adult program was founded in 1856 by Bishop Alemany, who found out that there were too many people in San Francisco who couldn't speak English. The first adult school was started for purposes of teaching English as a second language to immigrants. As you see, things haven't changed that much; it is still the biggest part of our business in Community College Centers. It's been an important program; as a matter of fact, my parents coming from France learned English in the adult schools.

The junior college was established in 1935, when the junior college, as might be expected, was very much under the influence of Berkeley. The state university wasn't much then; it was a teacher's college, it's grown; and we're very close to it now. Where most of our students transferred to U.C. at that time, they're transferring to the state university now. When we were under this organization, the graded classes were held at the City College campus, and the ungraded classes in the community, at the adult schools. I might add that there may be anywhere from 180 to 200 locations in the community where ungraded classes are offered. This agreement was a fairly comfortable one, but there were very many gray areas. Fortunately we were separated from San Francisco Unified in 1970, and as a result were liberated from this restricting agreement.

Prior to our separation, a fortunate decision was made. Our campus was growing rapidly in 1968, so we were struggling with the decision

of whether we should develop a second campus or stay on a single campus. We went to the City Planning Commission, and they did an extensive study. They found that there was no land mass in San Francisco, such that we could build that second large campus with the playfields, gyms, little theatres, and so forth. So they recommended that a second campus not be built in San Francisco. A second reason for this recommendation was our ethnic mix at City College, with many Chinese, many Blacks, many Browns, and many Whites, living happily together; they were accepting and respecting their differences, and as a result, it was a healthy campus. Had we developed additional campuses, we might have developed exclusively Chinese, Brown, or Black campuses, and that wouldn't have worked. However, it's interesting to note that as we developed, people evolved in their understanding of each other, in their acceptance, and their identity with their communities, and we now have such satellite centers.

In 1970, we separated the district; we did nothing revolutionary. We took the two divisions in the district and established them as a City College and an Adult Division; this made good sense, and I wasn't imaginative enough to come up with anything else. We lived with that for two years, and in 1972, we were scheduled for reaccreditation. The accreditation report for the City College of San Francisco in 1968 was based on a single campus; the accreditation team gave no attention to the fact that we had this understanding with the adult occupational division; so City College came out poorly. The report stated in essence that we were too traditional, that we weren't responsive to the community, and so forth. This was probably a valid evaluation, because no cognizance was taken of

the agreement imposed on City College because it was in a Unified District.

When it came time for the accreditation visit, we realized that the total District program was meeting the community educational needs. As a result, we went to the accreditation committee, and said to Harry Wiser, we would really rather have you accredit the district; because it's the district that's serving the community, not a single institution. Well, those of you who are familiar with accreditation, know that this is a no-no. They don't accredit districts, they only accredit institutions. However, Harry Wiser's very bright and has more imagination than I have. He said, "I'll tell you what we'll do, Lou, we'll accredit only City College, but we'll accredit the District through City College." Instead of sending a team of ten, they sent a team of fifteen. Ten of them looked at the college and five at our programs in the community. In addition to that, we invited a secondary commission to accredit one of our Centers, because we award many high school diplomas, and had to be so accredited to retain that privilege. Well, the sum and substance of it was that the accreditation team gave us a very favorable report, the District was accredited through the City College of San Francisco, and the adult programs through John Adams. We could have lived with that. We had to prepare an interim report, but the interim report was only a progress report on our progress in reorganization.

We were living very comfortably until we studied the financial aid legislation. We found that 60% of our students in our Centers were day students, full-time day students. They were newcomers, handicapped, economically and educationally disadvantaged, drop-outs, illiterates, and

so forth. Some were stipended, but they all needed financial aid. As we studied the federal legislation, we found out that they would have been eligible, excepting that federal financial aid goes to only students enrolled in accredited institutions; so when we applied on behalf of the adult and occupational division, they said no, that it wasn't an accredited institution. The federal financial aid program is generous. They provide financial aid to students in all public institutions, most private institutions, and even proprietary institutions, which is alright with me, but I was still hoping to get some financial aid money for these full-time people. Of course, I could have put it under the management of City College, but sometimes you have internal problems, and that would not have worked out too well. So I thought that financial aid should be managed at the Community College Centers. Again we went to the accreditation commission, and they came up with a suggestion.

However, while we were developing, our adult centers became community college centers, and we developed a statement describing these centers that is appended hereto. Community college centers are really unique institutions. These open door institutions are very flexible from the point of view of registration, enrollment, and no tuition charge. The second paragraph is very important: "Our centers serve a neighborhood." In addition to that, each of our six centers serve a special constituency; one center, the handicapped; another, the aged; others, the incarcerated; another, the civil service; and so forth. These Centers work very closely with communities in developing our programs. They all have old buildings; most of our buildings for centers are store fronts, abandoned Unified School

buildings, or agency facilities; most of them have multiple locations. They're administered by Carolyn Biesiadecki, who is here, and each with a Director in charge.

The second to last paragraph describes our offerings. They offer college-graded classes that are quality-controlled, managed pretty much by our City College faculty; in addition to the other courses and programs listed. The Community College Centers are dedicated to offering quality educational services for adults, close to where they live and work. Our goal is to help improve the quality of the community that supports us. So we came up with this suggestion, and this is where we are. Our organization now is to develop a San Francisco Community College as a fictional umbrella organization with two segments--the City College of San Francisco and the Community College Centers. We have our petition for financial aid in Washington, and expect it to be approved. So in a sense, this is very much a non-traditional organization. We feel that some of this is due to foresight; a good deal of it is due to history; perhaps, a lot of it to luck. We noticed that many of our sister community college districts have developed multiple campuses, unfortunately removed from where the people live and work. We now find that in addition to having a multiple campus, now they're seeking to establish community college centers closer to the people. Since we are relieved of the impediment of the numerous campuses, we have the flexibility to move rapidly, because we don't require comprehensive facilities. We can put out fires and meet needs. So, we're non-traditionalists, because we can be quickly responsive to the community.

Our proposal cleared the hurdle of our Board, that of the Accred-

iting Commission, and I think we will clear the hurdle of the federal government. I think that our delivery system is appropriate for our community. Now, there is little chance that the pace will slacken. For instance, this year we're committed to extending our programs to the handicapped. Fortunately we have good information; we know that there are 134,000 handicapped adults in San Francisco--600 blind, 500 deaf, 9,000 mentally retarded adults who need some type of education.

I don't know what the term character disorder means, but in San Francisco, there are 6,700 people who are characters. I have a feeling there are many, many more characters than that in San Francisco. Of course, among these 134,000 handicapped, 39,500 are alcholics, which doesn't come as a surprise. However, these are people who need help, and we're already in Harbor Light, retraining alcholics for careers. We're in sheltered workshops, the Hearing Society, Lighthouse for the Blind, but I just feel that we're just scratching the surface. We have a commitment to help these people lead, insofar as possible, happy, productive, and self-satisfying lives. They have the right to live just as we, so we expect to move swiftly in that direction. I'm sure that as we move along, there'll be other new learners that we will identify. We have worked successfully with the ethnic minorities, with re-entry for women, we're addressing ourselves to the incarcerated, to the civil service worker, to the blind, and of course, we will eventually get around to the male White to see what we can do for him.

That's my comments, I hope that I've contributed something to this conference, and I do want to wish you the best of luck for a successful meet.

What is a Community College Center

Simply stated, a Community College Center is a unique post-secondary school for adults which features open enrollment, short term training, no tuition charges, no advance registration, availability of classes for credit, and year-round instruction offered days, nights and Saturdays.

Community College Centers are designed to serve the diverse educational needs of adults in two general communities: in neighborhoods immediate and adjacent to where people live or work, and in city-wide communities of special interest such as education for the handicapped or the aged.

Members of each of these communities assist in identifying educational needs and developing programs and courses through participation in Advisory Committees. This direct community input from varying groups assists each Center in developing an identity and personality of its own - geographically, ethnically and educationally.

Community College Centers are not physical satellites of City College of San Francisco, possessor of the District's only comprehensive campus. Each of the seven Centers has its home base of operations and 20 or 30 locations throughout the community in which classes are given, such as churches, store fronts, community centers, and office buildings.

The seven Centers are administered by an Assistant Chancellor, who, together with the Center Directors, provides leadership for this citywide campus system.

Each Community College Center offers classes in English As A Second Language, Basic Education, high school credit, occupational programs leading to employment or job upgrading, credit-free courses for self-development and self-fulfillment, counselling services and specialized programs of citywide interest. These special programs are assigned to a single Center so that the staff can develop an effective and continuing liaison with clients and agencies. College credit classes are offered by City College of San Francisco as an integral part of each Community College Center program.

Above all, Community College Centers are dedicated to offering quality educational services for adults, close to where they live and work, with the objective of helping to improve the quality for the San Francisco community as a whole.

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